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ABSTRACT

This report from the California Postsecondary Education Commission presents and explains six priorities, based on the Commission's current policies and recommendations, that will be used as guidelines for Commission staff who will work with the California Legislature and the Governor's Office during 1991. The priority issues to be emphasized by the Commission staff in their work with the legislators are as follows: (1) expanding information and outreach efforts to increase college preparation; (2) promoting educational equity; (3) enhancing the quality of undergraduate teaching; (4) encouraging student choices among alternative public, independent, and private postsecondary options; (5) strengthening the transfer process; and (6) supporting constitutional reforms to eliminate existing budget constraints. Contains 9 references. (GLR)

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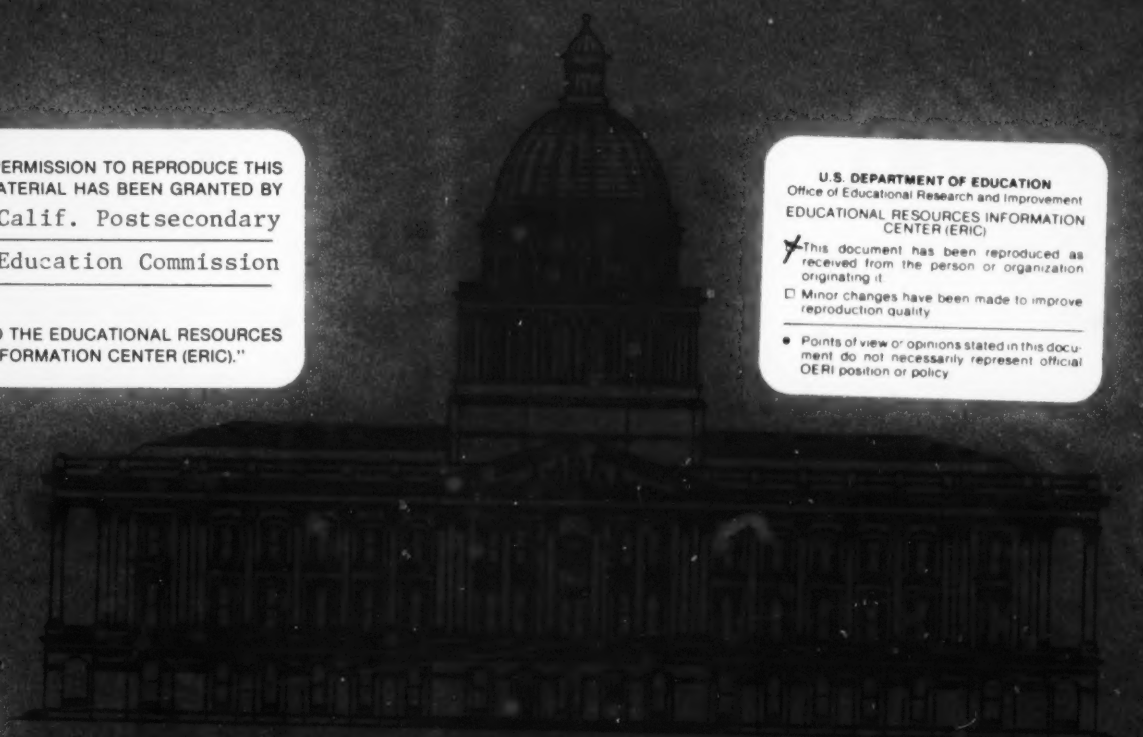

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CALIFORNIA POSTSECONDARY EDUCATION COMMISSION

Summary

Each year the Commission adopts legislative priorities designed to guide Commission staff in representing the Commission in the legislative process. Based on its current policies and recommendations, the Commission has adopted the following six priorities for legislative action in 1991:

- Expanding information and outreach efforts to increase college preparation;
- Promoting educational equity;
- Enhancing the quality of undergraduate teaching;
- Encouraging student choices among alternative public, independent, and private postsecondary options;
- Strengthening the transfer process; and
- Supporting constitutional reforms to eliminate existing budget constraints.

Staff will use these priorities as guidelines for liaison with the Legislature and the Governor's Office during 1991.

The Commission adopted this report at its meeting of December 10, 1990, on recommendation of its Administration and Liaison Committee. Additional copies of the report may be obtainerd from the Publications Office of the Commission at (916) 324-4991. Questions about the substance of the report may be directed to Bruce D. Hamlett, the Commission's Director of Legislative Relations and Budget Analysis, at (916) 322-8010.

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LEGISLATIVE PRIORITIES OF THE COMMISSION, 1991

A Report of the California Postsecondary Education Commission

CALIFORNIA POSTSECONDARY EDUCATION COMMISSION
Third Floor • 1020 Twelfth Street • Sacramento, California 95814-3985

COMMISSION REPORT 90-27
PUBLISHED DECEMBER 1990

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Legislative Priorities of the Commission, 1991

BASED on its current policies and recommendations, the California Postsecondary Education Commission is planning to work with legislators on a number of issues during the first half of the 1990-91 legislative session. The Commission will place particular emphases on the following six priorities:

- Expanding information and outreach efforts to increase college preparation;
- Promoting educational equity;
- Enhancing the quality of undergraduate teaching;
- Encouraging informed student choices among alternative public, independent, and private postsecondary options;
- Strengthening the transfer process; and
- Supporting constitutional reforms to eliminate existing budget constraints.

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1. Expanding information and outreach efforts to increase college preparation

The issue: Assembly Concurrent Resolution 133 (Hughes, 1988) directed the Commission to "consider alternative strategies to expand early outreach and public information to elementary and junior high school pupils about the academic preparation necessary for college, and about how to apply for financial aid and prepare for the costs of higher education." In responding to this resolution with its report, *Expanding Information and Outreach Efforts to Increase College Preparation* (June 1990), the Commission concluded that existing statewide efforts to provide information about academic and financial preparation for colleges suffer from the following shortcomings (p. 21):

1. They reach only a small portion of the student population -- roughly 3.5 percent of public school students between grades 7 and 12.
2. They generally reach students in high school and occasionally junior high, rather than in earlier grades when intervention strategies have been shown to have a higher probability of payoff.
3. They fail to integrate information about both academic and financial preparation for college.
4. Those that provide financial information do not offer much insight about the real costs of college and tend to stress financial aid as contrasted with savings; and apart from Student Aid Commission publications, no State-funded programs provide general information about college costs for students and their parents.
5. Finally, none of them have been systematically supported with a stable and consistent source of State revenues.

The Commission therefore recommended adoption of three policy goals:

- Financial aid should have an incentive component for low-income students and be integrated into public information and early outreach programs;
- Improved public information about college costs should be available to all interested Californians, to facilitate early planning for savings; and
- Adequate State funding should be provided for a program that would routinely get information about both academic and financial preparation for college to students and their families as early as possible.

In a recent report based on a survey of 124 private programs that guarantee college tuition for needy high school students, the United States General Accounting Office concluded that these programs -- and particularly those that involve early intervention, personal mentoring, and intensive academic help -- "seem to have the potential to markedly increase motivation and achievement" (p. 3). Several other states have initiated innovative programs to achieve these objectives of greater motivation and achievement, and the Commission will review both the pri-

vately and publicly funded programs as a source for ideas to be considered in California.

Recommendation: The Commission staff should take a leadership role in working with the Legislature, the Governor's Office, and the Student Aid Commission in considering alternatives and developing legislation designed both to use financial aid as an incentive for low-income students and to improve public information about college costs.

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2. Promoting educational equity

The issue: Recognizing that California is becoming a highly pluralistic society, the Commission's 1990-91 workplan assigns a high priority to activities designed to expand educational opportunities so that all Californians are encouraged and assisted to develop their talents and skills to the fullest for their own benefit and that of the State. The workplan activities include the goals of (1) increasing the ethnic and gender diversity of the professoriate; (2) enhancing the selection and graduation of women, Native American, Asian, Black, Hispanic, and low-income students in graduate programs; (3) enhancing the preparation of teachers to provide a quality educational experience for the diverse population of school children of the future; and (4) increasing the flow of college students through baccalaureate graduation.

In January 1989, the Commission published its report, *Toward Educational Equity*, which summarized the "state of the State" with respect to achieving the educational equity goals the Commission had adopted in December 1988. Based on its analysis in that report, the Commission presented several conclusions and recommendations to State policy makers, including:

- Postsecondary educational institutions should reconsider their past reluctance to collaborate in efforts at the elementary school level. Benefits would result from cooperative programs with elementary schools, and colleges and universities should be encouraged to view these programs as long-run investments in their future students.
- Parents should be informed early in their childrens' schooling of the academic requirements for college entry and the commitment of the State to finance postsecondary education for all prepared students with a demonstrated need. Only if college is viewed as a realistic option by parents and their children in the early grades is there any reason for students to enroll in a college preparatory course of study and pursue the goal of a college degree.
- Preparing students for graduate study is a responsibility of the faculty who teach undergraduate courses. Encouragement and mentoring of undergraduate students from backgrounds historically underrepresented in teaching cadres will be required in order to achieve ethnic, racial and gender diversity in the public school, college, and university faculty during the next 12-year period, in which hiring of over half of the future elementary and secondary school teaching positions and 64 percent of college instructional positions will take place.
- For educational equity to become a reality, California's colleges and universities need to develop educational environments that foster multi-cultural and multi-lingual pluralism through their curricular offerings, pedagogy, student and counseling services, research, and public service. A strategy for encouraging these institutions to create learning environments responsive to the pluralistic nature of the State and its students is through the development of incentives and rewards that respond to institutional values and prerogatives. The State should establish a funding mechanism that provides additional resources to schools, colleges, and universities to develop innovative and experimental programs and practices for that purpose. If new resources are not available, the State should support creative ways to make alternative use of existing resources.

In June 1990, the Commission published *Toward An Understanding of Campus Climate*, examining the nature and effect of campus climate on student's perceptions, knowledge, skills, and competencies needed to succeed in and after college. The term "campus climate" was defined as "the formal and informal environment -- both institutionally and community-based -- in which individuals learn, work, and live in a postsecondary setting." A primary conclusion of this first of at least two documents on the topic was that the quality of the formal climate at California's

public postsecondary educational institutions needs to be enhanced in order to achieve statewide educational equity goals.

Recommendation: Commission staff should work with legislators and the Governor's staff to develop and implement proposals to achieve the Commission's educational equity objectives and to implement the Commission's recommendations to increase the State's rate of progress in achieving educational equity.

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3. Enhancing the quality of undergraduate teaching

The issue: In 1989, the Legislature's Joint Committee for Review of the Master Plan for Higher Education identified strengthening the quality of undergraduate education as essential to the overall health of California higher education: "Absolutely central to any hope for quality undergraduate education must be an uncompromising commitment to excellence in undergraduate teaching . . . . there is much that can be done to insure more attention to good teaching -- and good teaching is the minimum we have the right to expect from men and women afforded the privileges of faculty rank" (p. 91).

The California Postsecondary Education Commission shares the Joint Committee's view of the importance of undergraduate teaching and has begun reviewing programs and accountability strategies in other states designed to enhance the quality of undergraduate teaching, in order to identify ideas for possible consideration in California.

Recommendation: The Commission staff should play a leadership role in working with legislators, the Governor's office, and the educational institutions in supporting and promoting strategies to reward and enhance the quality of undergraduate teaching.

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4. Encouraging informed student choices among alternative public, independent, and private postsecondary options

The issue: During the past five years, the costs of attending postsecondary institutions, particularly those in the independent and private sectors, have increased significantly, and the level of student borrowing and debt has increased drastically in response to these rising costs. In 1989, for example, California's students and their parents borrowed $1.093 billion through all three federally funded student loan programs -- Parent Loans for Undergraduate Students (PLUS), Supplemental Loans for Students (SLS), and the Stafford Program (formerly the Guaranteed Student Loan Program.

One strategy to help students avoid unnecessary debt is to provide greater information about the full range of postsecondary alternatives, and thereby assist students in selecting the institution that most accurately responds to their educational needs. For example, in 1989, California enacted legislation to enhance the information available to students considering enrolling in private degree or vocational programs, requiring that schools provide performance fact sheets disclosing information such as (1) the number and percentage of students who begin the institution's program and successfully complete the entire program; (2) the passage rates of graduates from the program on any licensure or certificate examination required by the State for employment in the particular vocational, trade, or career field; (3) the number and percentage of students who begin the program and secure employment in the field for which they were trained; and (4) the average annual starting wages or salary of graduates of the institution's program. These provisions were included in the Private Postsecondary and Vocational Education Reform Act of 1989 -- legislation sponsored by the Commission and based on several 1989 Commission reports.

During the 1991-92 legislative session, proposals will continue to be considered for strategies to help students make better choices among the postsecondary options and to reduce their dependence on borrowing.

Recommendation: Commission staff should work with legislators and the Governor's staff to develop and implement proposals designed to improve the information available to prospective students about various postsecondary institutions, to assist them in making more informed choices.

5. Strengthening the transfer process

The issue: A viable and effective student transfer process from community college to university is one of the fundamental elements of public postsecondary education in California. Transfer plays an essential role in meeting the State's educational equity goals, and increased transfer rates by Latino, Black and American Indian students from community colleges to the public universities are essential for the State to make progress in diversifying the race and ethnicity of baccalaureate degree holders.

In 1990, the Legislature passed Senate Bill 507 (Hart) -- a major legislative proposal designed to strengthen the transfer process. Despite serious disagreements among the higher education community about early drafts of the bill, SB 507 had no opposition as it left the Legislature. However, Governor Deukmejian vetoed it, arguing that it was unnecessary and that existing State support is adequate for the purposes of the transfer center programs.

Perhaps the most important result of the year-long negotiations on the provisions of SB 507 is that the University of California, the California State University, and the California Community Colleges have all agreed to work together in implementing many parts of the legislation, despite its failure to become statute. The Commission shares this commitment to implement the goals and provisions of SB 507, as is evident in its recent report, *Transfer and Articulation in the 1990s: California in the Larger Picture.*

Recommendation: The Commission staff should work with the Legislature, the Governor's Office and the educational institutions to implement the provisions of SB 507 and strengthen the transfer process for all students seeking a baccalaureate degree.

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6. Supporting constitutional reforms to eliminate existing budget constraints

The issue: Before adjourning on September 1, the California Legislature adopted Assembly Concurrent Resolution 188 (W. Brown, Resolution Chapter 171, 1990) expressing the conclusion that "the ability of the Legislature and Governor to discharge their respective constitutional obligations to enact an annual Budget Act has been seriously impaired by a number of court decisions, federal mandates, initiative constitutional amendments and statutes, and other structural constraints" and directing the Joint Legislative Budget Committee to present, prior to January 1, 1991, alternative proposals for the revision of provisions of the constitution and laws of California relating to state and local government fiscal affairs. One of these alternative proposals will include the establishment of a constitutional review commission, to submit recommendations to the Legislature and Governor prior to January 1, 1992, for any needed constitutional amendments.

In responding to this legislative resolution, the Commission adopted a resolution at its September 17 meeting, directing the Executive Director, "in consultation with appropriate parties, to engage in discussions about the structural constitutional constraints that have developed in California related to state and local government fiscal affairs, to communicate in that process the particular concerns and priorities for higher education, and to seek consensus about the policy goals that such a reform process should seek to accomplish."

Recommendation: Commission staff should work with legislators and the Governor's staff in the discussions about the structural constitutional constraints that have developed in California related to state and local government fiscal affairs, and communicate the particular concerns and priorities for higher education.

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California Postsecondary Education Commission. *Toward Educational Equity: Progress in Implementing the Goals of Assembly Concurrent Resolution 83 of 1984: A Report to the Legislature in Response to Assembly Bill 101 (Chapter 574, Statutes of 1987).* Commission Report 89-3. Sacramento: The Commission, January 1989.

--. *The State's Reliance on Non-Governmental Accreditation: A Report to the Legislature in Response to Assembly Concurrent Resolution 78 (Resolution Chapter 22, 1988).* Commission Report 89-13. Sacramento: The Commission, March 1989.

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CALIFORNIA POSTSECONDARY EDUCATION COMMISSION

THE California Postsecondary Education Commission is a citizen board established in 1974 by the Legislature and Governor to coordinate the efforts of California's colleges and universities and to provide independent, non-partisan policy analysis and recommendations to the Governor and Legislature.

Members of the Commission

The Commission consists of 15 members. Nine represent the general public, with three each appointed for six-year terms by the Governor, the Senate Rules Committee, and the Speaker of the Assembly. The other six represent the major segments of postsecondary education in California.

As of February 1990, the Commissioners representing the general public are:

Mim Andelson, Los Angeles;
C. Thomas Dean, Long Beach;
Henry Der, San Francisco;
Seymour M. Farber, M.D., San Francisco;
Rosalind K. Goddard, Los Angeles;
Helen Z. Hansen, Long Beach;
Lowell J. Paige, El Macero; *Vice Chair;*
Cruz Reynoso, Los Angeles; *Chair;* and
Stephen P. Teale, M.D., Modesto.

Representatives of the segments are:

Meredith J. Khachigian, San Clemente; appointed by the Regents of the University of California;

Theodore J. Saenger, San Francisco; appointed by the Trustees of the California State University;

John F. Parkhurst, Folsom; appointed by the Board of Governors of the California Community Colleges;

Harry Wugalter, Thousand Oaks; appointed by the Council for Private Postsecondary Educational Institutions;

Joseph D. Carrabino, Orange; appointed by the California State Board of Education; and

James B. Jamieson, San Luis Obispo; appointed by the Governor from nominees proposed by California's independent colleges and universities.

Functions of the Commission

The Commission is charged by the Legislature and Governor to "assure the effective utilization of public postsecondary education resources, thereby eliminating waste and unnecessary duplication, and to promote diversity, innovation, and responsiveness to student and societal needs."

To this end, the Commission conducts independent reviews of matters affecting the 2,600 institutions of postsecondary education in California, including community colleges, four-year colleges, universities, and professional and occupational schools.

As an advisory planning and coordinating body, the Commission does not administer or govern any institutions, nor does it approve, authorize, or accredit any of them. Instead, it cooperates with other State agencies and non-governmental groups that perform these functions, while operating as an independent board with its own staff and its own specific duties of evaluation, coordination, and planning.

Operation of the Commission

The Commission holds regular meetings throughout the year at which it debates and takes action on staff studies and takes positions on proposed legislation affecting education beyond the high school in California. By law, its meetings are open to the public. Requests to speak at a meeting may be made by writing the Commission in advance or by submitting a request before the start of the meeting.

The Commission's day-to-day work is carried out by its staff in Sacramento, under the guidance of its executive director, Kenneth B. O'Brien, who is appointed by the Commission.

The Commission publishes and distributes without charge some 30 to 40 reports each year on major issues confronting California postsecondary education. Recent reports are listed on the back cover.

Further information about the Commission, its meetings, its staff, and its publications may be obtained from the Commission offices at 1020 Twelfth Street, Third Floor, Sacramento, CA 98514-3985; telephone (916) 445-7933.

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LEGISLATIVE PRIORITIES OF THE COMMISSION, 1991

California Postsecondary Education Commission Report 90-27

ONE of a series of reports published by the Commission as part of its planning and coordinating responsibilities. Additional copies may be obtained without charge from the Publications Office, California Postsecondary Education Commission, Third Floor, 1020 Twelfth Street, Sacramento, California 95814-3985.

Recent reports of the Commission include:

90-13 Analysis of the 1990-91 Governor's Budget: A Staff Report to the California Postsecondary Education Commission (March 1990)

90-14 Comments on the California Community Colleges' 1989 Study of Students with Learning Disabilities: A Second Report to the Legislature in Response to Supplemental Report Language to the 1988 State Budget Act (April 1990)

90-15 Services for Students with Disabilities in California Public Higher Education, 1990: The First in a Series of Biennial Reports to the Governor and Legislature in Response to Assembly Bill 746 (Chapter 829, Statutes of 1987) (April 1990)

90-16 Standardized Tests Used for Higher Education Admission and Placement in California During 1989: The First in a Series of Biennial Reports Published in Accordance with Senate Bill 1416 (Chapter 446, Statutes of 1989) (April 1990)

90-17 Academic Program Evaluation in California, 1988-89: The Commission's Fourteenth Annual Report on Program Planning, Approval, and Review Activities (June 1990)

90-18 Expanding Information and Outreach Efforts to Increase College Preparation: A Report to the Legislature and Governor in Response to Assembly Concurrent Resolution 133 (Chapter 72, Statutes of 1988) (June 1990)

90-19 Toward an Understanding of Campus Climate: A Report to the Legislature in Response to Assembly Bill 4071 (Chapter 690, Statutes of 1988) (June 1990)

90-20 Planning for a New Faculty: Issues for the Twenty-First Century. California's Projected Supply of New Graduate Students in Light of Its Need for New Faculty Members (September 1990)

90-21 Supplemental Report on Academic Salaries, 1989-90: A Report to the Governor and Legislature in Response to Senate Concurrent Resolution No. 51 (1965) and Subsequent Postsecondary Salary Legislation (September 1990)

90-22 Second Progress Report on the Effectiveness of Intersegmental Student Preparation Programs: The Second of Three Reports to the Legislature in Response to Item 6420-0011-001 of the 1988-89 Budget Act (October 1990)

90-23 Student Profiles, 1990: The First in a Series of Annual Factbooks About Student Participation in California Higher Education (October 1990)

90-24 Fiscal Profiles, 1990: The First in a Series of Factbooks About the Financing of California Higher Education (October 1990)

90-25 Public Testimony Regarding Preliminary Draft Regulations to Implement the Private Postsecondary and Vocational Education Reform Act of 1989: A Report in Response to Assembly Bill 1993 (Chapter 1324, Statutes of 1989) (October 1990)

90-26 Legislation Affecting Higher Education During the Second Year of the 1989-90 Session: A Staff Report of the California Postsecondary Education Commission (October 1990)

90-27 Legislative Priorities of the Commission, 1991: A Report of the California Postsecondary Education Commission (December 1990)

90-28 State Budget Priorities of the Commission, 1991: A Report of the California Postsecondary Education Commission (December 1990)

90-29 Shortening Time to the Doctoral Degree: A Report to the Legislature and the University of California in Response to Senate Concurrent Resolution 66 (Resolution Chapter 174, Statutes of 1989) (December 1990)

90-30 Transfer and Articulation in the 1990s: California in the Larger Picture (December 1990)

90-31 Preliminary Draft Regulations for Chapter 3 of Part 59 of the Education Code, Prepared by the California Postsecondary Education Commission for Consideration by the Council for Private Postsecondary and Vocational Education. (December 1990)

90-32 Statement of Reasons for Preliminary Draft Regulations for Chapter 3 of Part 59 of the Education Code, Prepared by the California Postsecondary Education Commission for the Council for Private Postsecondary and Vocational Education. (December 1990)

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